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ABSTRACT

The Teacher Behavior Questionnaire was designed to measure the nature of the organization structure of schools in terms of the behavior of teachers as observed by fellow teachers on a school staff. The development of the Questionnaire consisted of modifying the School Organizational Inventory (Punch) in several ways: each item was changed to explicitly refer to the behavior of teachers within the school; the original five point rating scale (Always True to Never True) was changed to a six-point scale (Strongly Disagree to Strongly Agree); and the instructions were changed to reflect the emphasis on teacher behavior. The questionnaire was then administered to the elementary teachers in a Canadian urban school district, and the resulting data were analyzed in terms of the intercorrelations among subscales, reliability, and the ability to discriminate. As expected from previous research with the School Organizational Inventory, the behavior of these elementary school teachers was found to consist of two dimensions: bureaucratic and professional. (BW)

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The Bureaucratization of Teacher Behavior Scale

and the

Measurement of School Organizational Structure

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Running Head: Bureaucratization of Teacher Behavior

Abstract

This paper (1) traces the development of a particular instrument, the School Organizational Inventory, which has been used and modified in several studies of school organizational structure during the last decade, and (2) reports findings based on the author's recent modifications of the instrument which led to the derivation of a new scale, The Bureaucratization of Teacher Behavior Scale. Characteristics of the scale are presented, from which it is concluded that the scale represents a forward step in the systematic development of instruments for the measurement of the organizational structure of schools.

The Bureaucratization of Teacher Behavior Scale and the Measurement of School Organizational Structure

The organizational structure of schools has been the subject of much recent research in educational administration. Researchers interested in school organizational structure have employed various measurements of the degree to which school structure is bureaucratized. A productive approach to the measurement of bureaucracy in schools rested on the initial development of the Organizational Inventory by Richard H. Hall (1961). The Hall instrument consisted of six dimensions which were derived from an examination of the literature on bureaucracy. These were defined by Hall (1968, p.95) as follows:

I. Hierarchy -- the extent to which the locus of decision making is prestructured by the organization.

II. Division of labor -- the extent to which work tasks are subdivided by functional specialization decided by the organization.

III. Rules -- the degree to which the behavior of organizational members is subject to organizational control.

IV. Procedures -- the extent to which organizational members must follow organizationally defined techniques in dealing with situations which they encounter.

V. Impersonality -- the extent to which both organizational members and outsiders are treated without regard to individual qualities.

VI. Technical competence -- the extent to which organizationally defined universalistic standards are utilized in the selection and advancement process.

MacKay (1964; 1969) modified Hall's items to make them specific to the structure of school organizations. The new instrument was referred to as the School Organizational Inventory. MacKay's analysis of data gathered with the School Organizational Inventory revealed that the six-dimensional framework was not fully substantiated. MacKay reported that a two-factor framework, one "bureaucratic" and the other "abureaucratic", seemed more appropriate for school structure than the six dimensional model developed by Hall. Subsequent studies and/or modifications by Robinson (1966), Mansfield (1967), Kolesar (1967), Punch (1967; 1969), and Isherwood and Hoy (1972) have clarified and confirmed the nature of the two dimensions discovered by Mackay.

In brief, the School Organizational Inventory seemed to capture two empirically distinct dimensions of school structure. With regard to the first, bureaucratization, Punch's study of elementary schools led him to conclude that "Bureaucratic structure in schools is realistically conceptualized as a unitary homogeneous variable only if restricted to the dimensions of hierarchy of authority, rules for incumbents, procedural specifications and impersonality" (1969, p.53). The second composite dimension, professionalization, was found by Punch to be composed of the remaining two of Hall's original six dimensions, specialization and technical competence. The Isherwood and Hoy study of secondary schools tended to confirm

Punch's findings. They concluded that their research supported a notion professed by Parsons and Gouldner, that is, the organizational structure of schools seems based in "a dualistic notion of authority rather than in a monocratic one" (Isherwood and Hoy, 1972, p.50).

The major objectives of this paper are to describe a further refinement of the School Organizational Inventory, and to present findings concerning characteristics of the Bureaucratization of Teacher Behavior Scale and the Professionalization of Teacher Behavior Scale.

Method

Instrumentation

The instrument used in this study was referred to as the Teacher Behavior Questionnaire. It was based on the School Organizational Inventory as refined by Punch (1967). (See Appendix A.) Two modifications were made to Punch's instrument and new instructions were provided to create the Teacher Behavior Questionnaire. (See Appendix B.)

Modification of items. The most extensive modification consisted of rewording many of the 48 items so that each item explicitly referred to the behavior of teachers within the school. For example, the item "Students are treated within the rules of the school, no matter how serious a problem they have," was changed to read as follows: "Teachers in this school treat students within the rules of the school, no matter how serious a problem a student may have." These revisions were designed to narrow the referent for respondents from general and sometimes ambiguous descriptions of organizational characteristics to specific behaviors of teachers. The focus of the instrument was thereby refined from a general description of the degree to which the organizational structure of schools was bureaucratized and professionalized

to a more direct description of the degree to which the behavior of teachers was bureaucratized and professionalized. It was held that the nature of school structure could then be inferred from the obtained description, insofar as the structure consisted of the patterned behavior of the organization's incumbents.

Modification of response scale. The response scale used by Punch asked respondents to circle one of the following five responses: A = VERY FREQUENTLY or ALWAYS true; B = OFTEN true; C = OCCASIONALLY true; D = SELDOM true; and E = VERY RARELY or NEVER true. The Teacher Behavior Questionnaire provided the following instructions and six-point rating scale.

This section is concerned with the work of teachers and the school in which they work. Please indicate the extent to which you agree or disagree that the following statements accurately describe most teachers in this school.

Please indicate your response by writing one number from this scale on the line to the left of each statement.

1	2	3	4	5	6
Strongly Disagree	Moderately Disagree	Mildly Disagree	Mildly Agree	Moderately Agree	Strongly Agree

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Data Collection

The Teacher Behavior Questionnaire was included in a package of self administered instruments presented to elementary (K-7) teachers in one western Canadian urban school district in June 1974.

Subjects

The analyses reported in this paper are based on responses from 309 teachers representing 84% of all the teachers in 28 of the district's 41 elementary schools. Eighty-one percent (M) of the teachers in each of the 28 schools responded to 99% (M) of the items. Data from teachers in 13 schools were excluded from the analysis because a minimum of 60% of the teachers within each school did not respond to at least 60% of the items forming each of a set of instruments included in the package (Balderson, forthcoming).

Teachers. Seventy-nine percent of the teachers were female. Sixty-five percent were 35 or younger. Sixty-six percent had at least a Bachelor's degree. Sixty-one percent had taught for nine years or less. Seventy-two percent had five or less years tenure in the school to which they were assigned at the time of the study. Fifty-three percent had been assigned to the school with the same principal for two years or less. The distribution of teachers across grade assignments (1-7) ranged from 10% assigned to Grade 6 to 15% assigned to Grade 1. Six percent of the teachers were assigned to Kindergarten and 12% were assigned to other duties such as Remedial teaching or Library work.

Principals. All but one of the schools had male principals. Sixty-one percent of the principals were 46 or older. Eighty-nine

percent had more than a Bachelor's degree. Seventy-nine percent of the principals had more than five years experience as principal. Fifty percent had five or fewer years in their present assignments.

Schools. The smallest school had four teachers and the largest had 21 (M = 13.39; Mdn = 14). The number of students enrolled ranged from 120 to 526 (M = 350; Mdn = 400). Sixty-eight percent of the schools enrolled students from a general cross section of socio-economic backgrounds. The staffing pattern of 93% of the schools was traditional (one-teacher, one-class). The teaching areas of 29% of the schools were described as traditional and 57% of the schools had mainly traditional teaching areas.

Statistical Analysis

The following subprograms of the Statistical Package for the Social Sciences (Nie, 1975) were used at the University of Alberta's computer center: SCATTERGRAM; FACTOR (PA2); RELIABILITY; and BREAKDOWN.

Results

Intercorrelations Among Subscales

Subscales of the Teacher Behavior Questionnaire were formed by using the corresponding items of the School Organizational Inventory employed by Punch (1967). (See Appendixes A and B.) Mean scores for each subscale were calculated for each school and intercorrelated (Table 1). The intercorrelations among four of the subscales -- Hierarchy, Rules, Specifications and Impersonality -- were strong, positive and statistically significant ($p < .01$). These four

are hereafter referred to as the Bureaucratization of Teacher Behavior (BTB) Scale. Two of the subscales -- Division of Labor and Technical Competence -- tended to have negative or weak positive correlations with the others. These two scales are hereafter referred to as the Professionalization of Teacher Behavior (PTB) Scale. These results are in accord with those reported by Punch for the School Organizational Inventory.

Insert Table 1 about here

Factor Analysis of Subscale Intercorrelations

A factor analysis was performed on the correlation matrix presented in Table 1. The analysis initially produced two factors with eigenvalues ≥ 1 when the number of factors to be extracted was left unspecified. After two iterations, only one factor with an eigenvalue of ≥ 1 remained. The varimax rotated factor analysis (Table 2) revealed that the four subscales of the BTB Scale -- Hierarchy, Rules, Specifications and Impersonality -- loaded significantly ($\geq .78$) on one and only one factor.

Insert Table 2 about here

Reliability

Alpha estimates of reliability were computed and found to be as follows:

BTB Scale	.83
Hierarchy	.70
Rules	.59
Specifications	.64
Impersonality	.43
PTB Scale	.40
Division of Labor	.11
Technical Competence	.40

Ability to Discriminate

One-way ANOVA's were conducted to determine the ability of the scales and subscales to differentiate among the elementary schools studied. A summary of the results is presented in Table 3. The BTB Scale successfully differentiated among schools at the $p = .02$ level of significance; the PTB Scale did likewise at the $p = .0001$ level of significance. All but one of the subscales (Hierarchy) had F values with $p \leq .02$.

Insert Table 3 about here

Discussion

The Teacher Behavior Questionnaire was designed to measure the nature of the organizational structure of schools in terms of the behavior of teachers as observed by fellow teachers on a school staff. The notion that the organizational structure of schools can be inferred from observations of the patterned behavior of teachers was supported. The analysis of data collected by the Teacher Behavior Questionnaire resulted in findings similar to previous research which utilized the School Organizational Inventory and which did not focus specifically on the behavior of teachers. As expected from previous research with the School Organizational Inventory, upon which the Teacher Behavior Questionnaire was based, the behavior of teachers in the elementary schools studied was found to consist of two dimensions -- bureaucratic and professional.

Bureaucratic behavior, the major dimension, was found to be measured by the Bureaucratization of Teacher Behavior Scale. This behavior seems conditioned by features of organizational control, i.e., a hierarchy of authority, the use of rules and regulations, the specification of procedures and the impersonal (impartial) treatment of members and clients.

Professional behavior, the minor dimension, was found to be measured by the Professionalization of Teacher Behavior Scale. This behavior seems to be influenced more by the technical competence of teachers than by a clear division of labor in the elementary schools studied.

Although the Bureaucratization and Professionalization of Teacher Behavior Scales represent forward steps in the systematic development of instruments for the measurement of the organizational structure of schools, further work should be directed toward developing items which refer to specific, observable teacher behaviors.

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Table 1

Intercorrelations Among the Six Subscales of the Teacher Behavior Questionnaire (N = 28 Schools)

	1	2	3	4	5
1. Hierarchy[a]					
2. Division of Labor[b]	-.079				
3. Rules[a]	.726	.121			
4. Specifications[a]	.783	.173	.878		
5. Impersonality[a]	.752	.254	.620	.681	
6. Technical Competence[b]	-.541	.098	.242	-.309	-.320

[a]Used as a subscale of the Bureaucratization of Teacher Behavior (BTB) Scale. Intercorrelations among these subscales were significant at $p < .01$ level.

[b]Used as a subscale of the Professionalization of Teacher Behavior (PTB) Scale.

Table 2

Varimax Rotated Factor Analysis of the

Six Subscales of the Teacher Behavior Questionnaire

	1	2
Hierarchy[a]	.924	-.332
Division of Labor[b]	.125	.507
Rules[a]	.847	.151
Specifications[a]	.914	.162
Impersonality[a]	.783	.112
Technical Competence[b]	-.421	.378
Eigenvalue	3.210	.571
% of Variance	84.9	15.1

[a]Used as a subscale of the BTB Scale.

[b]Used as a subscale of the FTB Scale.

Table 3

Summary of ANOVA Results (N = 28 Schools)

	F	p
BTB Scale	1.667	.02
Hierarchy	1.157	.28
Rules	3.463	< .001
Procedures	2.140	.001
Impersonality	.1737	.02
PTB Scale	2.515	< .001
Division of Labor	2.246	.001
Technical Competence	3.265	< .001

Appendix A

The School Organizational Inventory

(Punch, 1967)

On the following pages is a list of items that may be used to describe the way your school operates. The items describe typical conditions that occur within a school. Please indicate to what extent each of these descriptions characterizes YOUR SCHOOL. Please do NOT evaluate the items as "good" or "bad" conditions, but read each item carefully and decide how well the statement describes your school. Although some items may appear similar, they express important differences. Each item should be considered as a separate description. This is not a test of ability or consistency in answering. Its only purpose is to make it possible for you to describe this school, as accurately as possible.

It is important that your answers be "independent", so please do not discuss them with other teachers.

Please be frank in your responses with the assurance that all responses are strictly confidential.

Please respond to EVERY item.

DIRECTIONS:

a. READ each item carefully.

b. THINK about how well the statement describes your school.

c. DECIDE to what extent the condition described is true in your school.

d. DRAW a circle around <u>one</u> of the five letters following the item to show your answer.

A = VERY FREQUENTLY or ALWAYS true
B = OFTEN true
C = OCCASIONALLY true
D = SELDOM true
E = VERY RARELY or NEVER true

Number	Item*	Scale**
1	I get approval for decisions I make.	I
2	Rules stating when teachers arrive at and depart from the building are strictly followed.	III
3 R***	Promotions are based on how well you are liked.	VI
4 R	Teachers are required to sponsor activities for which they have no suitable background.	II
5	The time for informal get-togethers during the school day is strictly regulated.	III
6	Red tape is a problem in getting a job done in this school.	IV
7 R	The organization sponsors staff get-togethers.	V
8	Teachers receive help from the custodial staff in setting up audio-visual equipment	II
9 R	Staff members here do almost as they they please in classroom work.	I
10	Students are treated within the rules of the school, no matter how serious a problem they have.	V
11 R	There isn't much chance for a promotion unless you are "in" with the administration	VI
12	We follow strict operating procedures at all times.	IV
13	A person who wants to make his own decisions would quickly become discouraged in this school	I
14	Teachers in this school follow a set of rules and regulations	III
15 R	Teachers do their own preparing of stencils for classroom use	II

16	Going through the proper chanrels is important in this school	IV
17 R	Assignment of teaching duties is made without regard for the teacher's training or qualification.	VI
18 R	Staff meetings proceed in a friendly and informal manner	V
19 R	We do a lot of paper work which could be done by a school office staff.	II
20	Even small matters are referred to someone higher up for a final answer	I
21	Teachers are periodically evaluated for competence in the job.	VI
22	Standardized classroom methods and procedures are used by all teachers	IV
23	For student behaviour problems, the school has standard punishments for standard offences, regardless of the individual involved.	V
24	There can be little action until decisions are approved	I
25	The instructional program is departmentalized into specific subject areas with specific teachers assigned.	II
26	Teachers do not leave their classrooms unless they have permission	III
27	Whenever we have a problem, we go to the same person for an answer.	IV
28	No matter how special a pupil's or parent's problem appears to be, he is treated the same way as anyone else	V
29	A record of every staff member's job performance is kept.	VI

30	Discipline problems are referred to a definite person within the school	II
31 R	Nothing is said if you get to school just before roll call or leave right after dismissal occasionally	III
32	Relationships among staff members are formal and impersonal.	V
33	No one can get necessary supplies without permission from the principal or vice-principal.	I
34	Written orders from higher up are followed unquestioningly	III
35	We follow standard procedures in dealing with most situations which arise.	IV
36 R	People make their own decisions here without checking with anyone else.	I
37	Teachers are careful not to violate the rules in this school	III
38	Teachers follow clearly specified procedures for doing the job here.	IV
39 R	Many teachers are hired simply because they have attractive personalities.	VI
40	I ask someone higher up before I do almost anything.	I
41	Teachers are aware of rules regarding their behaviour in and around the school.	III
42 R	I feel that I am my own boss in most matters.	I
43 R	Teaching here involves a variety of tasks and responsibilities from day to day	II
44 R	Teachers have fun socializing together during school time.	V

45 R	Teachers experiment with procedures for classroom teaching and other work	IV
46 R	Teachers' closest friends are other staff members at this school	V
47 R	How things are done in the classroom is pretty much up to the individual teacher	I
48	Promotion is not based on personal preferences of the selectors, but on an objective evaluation of teacher capabilities	VI

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*Items were scored as follows: A = 5, B = 4, C = 3, D = 2, E = 1.

**Scales:

I = Hierarchy
II = Division of Labor
III = Rules
IV = Specifications
V = Impersonality
VI = Technical Competence

***Reflect score.

Appendix B

Teacher Behavior Questionnaire (TBQ)

Bureaucratization of Teacher Behavior Scale (BTBS)

Professionalization of Teacher Behavior Scale (PTBS)

Subscales:

Hierarchy	(I)
Division of Labor	(II)
Rules	(III)
Specifications	(IV)
Impersonality	(V)
Technical Competence	(VI)

Instructions:

This section is concerned with the work of teachers and the school in which they work. Please indicate the extent to which you agree or disagree that the following statements accurately describe most teachers in this school.

Please indicate your response by writing one number from this scale on the line to the left of each statement.

1	2	3	4	5	6
Strongly Disagree	Moderately Disagree	Mildly Disagree	Mildly Agree	Moderately Agree	Strongly Agree

Item Number			Subscale	Reflect (R)	Item
TBQ	BTBS	PTBS			
1	1		I		Teachers in this school know they are supposed to get approval for decisions they make.
2	2		III		Teachers in this school strictly follow the rules stating when to arrive at and depart from the building.
3		1	VI	R	Teachers in this school receive promotions or favorable evaluations based on how well they are liked.
4		2	II	R	Teachers in this school are required to sponsor extra-curricular activities for which they have no suitable background or interest.
5	3		III	R	Teachers in this school are strictly regulated in terms of time for informal get-togethers during the school day.
6	4		IV		Teachers in this school are bothered by "red tape" in getting their work done.
7	5		V	R	Teachers in this school have the opportunity to engage in social get-togethers sponsored by the school.
8		3	II		Teachers in this school receive help from the custodial staff in setting up audio visual equipment.
9	6		I	R	Teachers in this school do almost as they please in classroom/area work.

Item Number			Subscale	Reflect (R)	Item
TBQ	BTBS	PTBS			
10	7		V		Teachers in this school treat students within the rules of the school, no matter how serious a problem a student may have.
11		4	VI	R	Teachers in this school know they haven't much of a chance for a promotion or favorable evaluation unless they are "in" with the administration.
12	8		IV		Teachers in this school follow strict operating procedures at all times.
13	9		I		Teachers in this school who want to make their own decisions quickly become discouraged.
14	10		III		Teachers in this school follow a set of rules and regulations.
15		5	II	R	Teachers in this school prepare their own stencils for classroom use.
16	11		IV		Teachers in this school feel it is important to go through proper channels.
17		6	VI	R	Teachers in this school are assigned teaching duties without regard for their training or qualifications.
18	12		V	R	Teachers in this school attend staff meetings which proceed in a friendly and informal manner.

Item Number			Subscale	Reflect (R)	Item
TBQ	BTBS	PTBS			
19		7	II	R	Teachers in this school do a lot of paperwork which could be done by a school office staff.
20	13		I		Teachers in this school refer even small matters to someone higher up for a final answer.
21		8	VI		Teachers in this school are periodically evaluated for competence in their work.
22	14		IV		Teachers in this school use the same uniform methods and procedures in their classroom/area work.
23	15		V		Teachers in this school work in a school that has standard punishments for the usual student offenses and student behavior problems, regardless of the individual student involved.
24	16		I		Teachers in this school take little action until decisions are approved.
25		9	II		Teachers in this school work within specific subject areas of a departmentalized instructional program.
26	17		III		Teachers in this school do not leave their classes during class periods unless they have permission.

Item Number			Subscale	Reflect (R)	Item
TBQ	BTBS	PTBS			
27	18		IV		Teachers in this school go to the same person for an answer whenever they have a problem with their work.
28	19		V		Teachers in this school treat pupils and parents the same as anyone else, no matter how special a pupil's or parent's problem may be.
29		10	VI		Teachers in this school work in a school which keeps a record of every staff member's performance.
30		11	II		Teachers in this school refer discipline problems to a specific person within the school.
31	20		III	R	Teachers in this school know that nothing will be said to them if they get to school just before class time or leave right after dismissal.
32	21		V		Teachers in this school have formal and impersonal relationships with each other.
33	22		I		Teachers in this school cannot get necessary supplies without permission from the principal, the vice-principal, or some other designated person.
34	23		III		Teachers in this school follow orders from their superiors in the school unquestioningly.

Item Number			Subscale	Reflect (R)	Item
TBQ	BTBS	PTBS			
35	24		IV		Teachers in this school follow standard procedures in dealing with most situations which arise.
36	25		I	R	Teachers in this school make their own decisions without checking with anyone else.
37	26		III		Teachers in this school are careful not to violate the rules.
38	27		IV		Teachers in this school follow clearly specified procedures for doing their work.
39		12	VI	R	Teachers in this school know that teachers are hired, selected, or not transferred from the school simply because they have attractive personalities.
40	28		I		Teachers in this school ask someone higher up before they do almost anything.
41	29		III		Teachers in this school are aware of rules regarding their behavior in and around the school.
42	30		I	R	Teachers in this school feel they are their own boss in most matters related to their work.
43		13	II	R	Teachers in this school are involved in a variety of tasks and responsibilities from day to day.

Item Number			Subscale	Reflect (R)	Item
BTQ	BTBS	PTBS			
44	31		V	R	Teachers in this school have fun socializing together during school time.
45	32		IV	R	Teachers in this school experiment with procedures for teaching and other school work.
46	33		V	R	Teachers in this school have other staff members at this school as their closest friends.
47	34		I	R	Teachers in this school work in a school that leaves how things are done in the classroom up to the individual teacher.
48		14	VI		Teachers in this school receive promotions or favorable evaluations that are <u>not</u> based on personal preferences of their superiors, but on an objective evaluation of their teaching capabilities.